

DoD Systems Engineering and Acquisition Update

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Office of the Deputy Assistant Secretary of Defense
for Systems Engineering

Lockheed Martin Business Engagement Summit, July 8, 2014



DASD, Systems Engineering Mission



Systems Engineering focuses on engineering excellence – the creative application of scientific principles:

- To design, develop, construct and operate complex systems
- To forecast their behavior under specific operating conditions
- To deliver their intended function while addressing economic efficiency, environmental stewardship and safety of life and property

DASD(SE) Mission: Develop and grow the Systems Engineering capability of the Department of Defense – through engineering policy, continuous engagement with component Systems Engineering organizations and through substantive technical engagement throughout the acquisition life cycle with major and selected acquisition programs.

A Robust Systems Engineering Capability Across the Department Requires Attention to Policy, People and Practice

- US Department of Defense is the World's Largest Engineering Organization
- Over 99,000Uniformed andCivilian Engineers
- Over 39,000 in the Engineering (ENG) Acquisition Workforce



DASD, Systems Engineering





DASD, Systems Engineering
Stephen Welby
Principal Deputy Kristen Baldwin





Systems Analysis
Kristen Baldwin (Acting)

Addressing Emerging Challenges on the Frontiers of Systems Engineering

Analysis of Complex Systems/Systems of Systems

Program Protection/Acquisition Cyber Security

University, FFRDC and Industry Engineering and Research

Modeling and Simulation



Major Program Support James Thompson

Supporting USD(AT&L) Decisions with Independent Engineering Expertise

Engineering Assessment /
Mentoring of Major Defense
Programs

Program Support Reviews
OIPT / DAB / ITAB Support
Systems Engineering Plans
Systemic Root Cause Analysis

Mission Assurance Vacant

Leading Systems Engineering Practice in DoD and Industry

Systems Engineering Policy & Guidance Development Planning/Early SE

Specialty Engineering (System Safety, Reliability and Maintainability Engineering, Quality, Manufacturing, Producibility, Human Systems Integration)

Counterfeit Prevention
Technical Workforce Development
Standardization

Providing technical support and systems engineering leadership and oversight to USD(AT&L) in support of planned and ongoing acquisition programs



Agenda



- ➤ Interim DoDI 5000.02 and changes to Systems Engineering policy
- Development Planning progress and plans
- DoD Standards efforts



Deputy Secretary of Defense Memorandum, "Defense Acquisition"



- The Interim DoDI 5000.02 is effective immediately
- DoDI 5000.02, dated December 8, 2008, is cancelled EXCEPT for Enclosure 9, Acquisition of Services
- Revised DoDI 5000.02 to be prepared within 180 days
- New Acquisition of Services Instruction to be drafted in the same time period



DEPUTY SECRETARY OF DEFENSE 1010 DEFENSE PENTAGON WASHINGTON, DC 20301-1010

NOV 2 6 2013

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS

CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
DEPUTY CHIEF MANAGEMENT OFFICER
DIRECTOR, COST ASSESSMENT AND PROGRAM EVALUATION
DIRECTOR, OPERATIONAL TEST AND EVALUATION
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
ASSISTANT SECRETARIES OF DEFENSE
DEPARTMENT OF DEFENSE CHIEF INFORMATION OFFICER
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTOR, NET ASSESSMENT
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: Defense Acquisition

I have determined that the current DoD Instruction (DoDI) 5000.02, "Operation of the Defense Acquisition System," December 8, 2008, requires revision to create an acquisition policy environment that will achieve greater efficiency and productivity in defense spending and effectively implement the department's Better Buying Power (BBP) initiatives. Therefore, I am canceling this issuance with the exception of Enclosure 9, Acquisition of Services, and replacing it with the attached interim policy effective immediately.

I am directing the Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L)), with the Department of Defense Chief Information Officer and the Director, Operational Test and Evaluation, to jointly prepare a revised DoDI 5000.02 within 180 days. The USD(AT&L) will draft a new instruction to address acquisition of services in the same time period.

period.

Attachment: As stated

Signed November 26, 2013



Interim DoDI 5000.02 Overarching Objectives

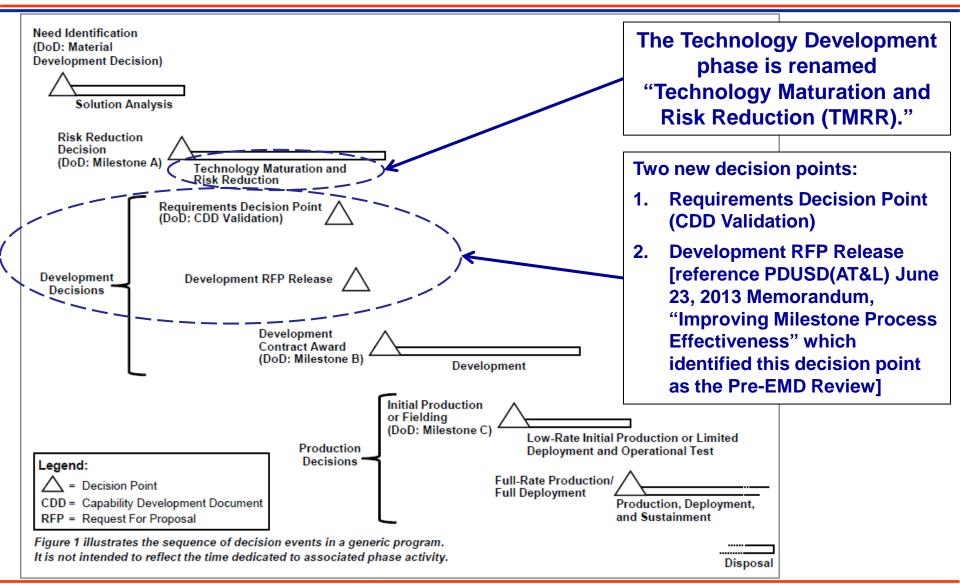


- Decrease emphasis on "rules" and increase emphasis on process intent and thoughtful program planning
- Provide program structures and procedures tailored to the dominant characteristics of the product being acquired and to unique program circumstances, e.g., risk and urgency
- Enhance the discussion of program management responsibility and key supporting disciplines
- Institutionalize changes to statute and policy since the last issuance of DoD Instruction 5000.02



Generic Acquisition and Procurement Milestones and Decision Points







New Acquisition Models



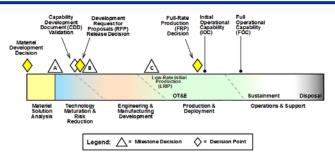
- Six acquisition program models are a starting point for program-specific planning:
 - Model 1: Hardware Intensive Program
 - Model 2: Defense Unique Software Intensive Program
 - Model 3: Incrementally Fielded Software Intensive Program
 - Model 4: Accelerated Acquisition Program
 - Hybrid Program A (Hardware Dominant)
 - Hybrid Program B (Software Dominant)
- These models recognize the critical role of software

Acquisition programs should use the models as a starting point in structuring a program to acquire a specific product

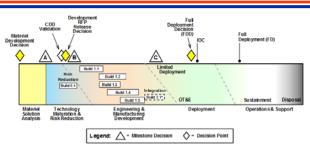


Six Acquisition Models

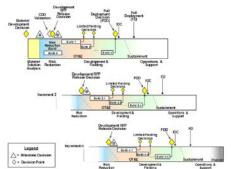




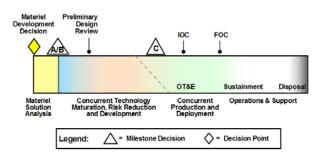
Model 1: Hardware Intensive Program



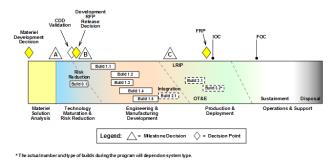
Model 2: Defense Unique Software Intensive Program



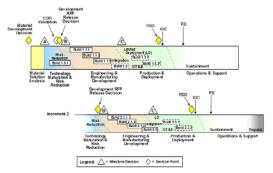
Model 3: Incrementally Fielded Software Intensive Program



Model 4: Accelerated Acquisition Program



Hybrid Program A (Hardware Dominant)

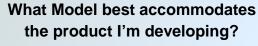


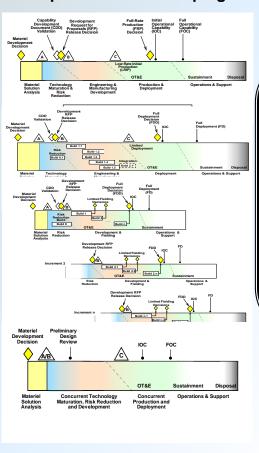
Hybrid Program B (Software Dominant)



Tailored Applicability







How to use the Interim DoDI 5000.02

What business procedures apply to the program?

Materiel Development Decision

The Materiel Development Decision is based on a validated initial requirements document (an ICD or equivalent) and the completion of the AoA Study Guidance and AoA Study Plan. This decision directs execution of the AoA Study Guidance and AoA Study Plan, and authorizes the DoD Component to conduct the Materiel Solution Analysis Phase. This decision point is the entry point into the acquisition process for all defense acquisition programs; ...

What statute and regulation is applicable to my program category (i.e., ACAT I –III) and milestone?

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What detailed functional policy applies to my program?
Program Management, Systems Engineering, DT&E, OT&E, Sustainment, Human Systems, Affordability, AoAs, Resources and Cost, IT and Clinger-Cohen, Defense Business Systems, Urgent Operational Needs



Interim DoDI 5000.02 versus 2008 Systems Engineering Enclosure



Enclosure 3 (Interim DoDI 5000.02) Systems Engineering

- 1. Purpose
- 2. Systems Engineering Plan ←
- 3. Development Planning
- 4. Systems Engineering Trade-Off Analyses
- 5. Technical Risk and Opportunity Management
- 6. Technical Performance Measures and Metrics
- 7. Technical Reviews <
- 8. Configuration Management
- 9. Modeling and Simulation
- 10. Manufacturing and Producibility
- 11. Software
- 12. Reliability and Maintainability
- 13. Program Protection
- 14. Open Systems Architecture
- 15. Corrosion Prevention and Control
- 16. Environment, Safety, and Occupational Health (ESOH)
- 17. Insensitive Munitions
- 18. Item Unique Identification
- 19. Spectrum Supportability ∠
- 20. Design Reviews
- 21. Program Support Assessments

Red = New Blue = Revised

Enclosure 12 (2008) Systems Engineering

- 1. Systems Engineering Across the Acquisition Life Cycle
- 2. Systems Engineering Plan
- 3. Systems Engineering Leadership
- 4. Technical Reviews
- -5. Configuration Management
- 6. Environment, Safety, and Occupational Health (ESOH)
- 7. Corrosion Prevention and Control
- B. Modular Open Systems Approach (MOSA)
- 9. Data Management and Technical Data Rights
- **10. IUID**
- 11. Spectrum Supportability



2. Systems Engineering Plan





- Prepare a SEP as a management tool to guide the SE activities on the program
- Submit for approval for each milestone review, beginning with Milestone A
 - DASD(SE) will review and approve the SEP for all MDAPs and MAIS programs; Component Head or as delegated will approve the SEP for all other programs
 - DoD Components will submit SEPs to the DASD(SE) at least 45 calendar days before the scheduled DAB
 - Update the SEP as needed after contract award... updated SEP will be provided to the DASD(SE)
- Support the Acquisition Strategy, including the program interdependencies and communicate the overall technical approach to balance system performance, life-cycle cost, and risk in addressing warfighter needs
- Describe the program's overall technical approach, including key technical risks, processes, resources, organization, metrics, and design considerations
 - Detail the timing and criteria for the conduct of technical reviews
 - Address system integration with existing and approved architectures and capabilities
 - Identify and manage risk of external dependencies which are outside their span of control in order to ensure timely design, development, deployment, and sustainment of the system
 - Document interface requirements and interface products to track interdependent program touch points
 - Guide the details in the program's schedule
- Information systems may with prior concurrence of the appropriate SEP approval authority, employ portfolio, organization, or enterprise level documents to satisfy their systems engineering planning requirements
- Defense business systems may include system engineering planning in applicable sections of the business case and program charter... DASD(SE) will review and approve those systems engineering sections for MAIS programs



Systems Engineering Plan (SEP)



Enclosure 1, Table 2. Milestone and Phase Information Requirements

	PROGRAM TYPE ¹					L	IFE-CYCL	E EVE	NT ^{1,2}					
INFORMATION REQUIREMENT	MDAP	MAIS	AC II	CAT ≤ III	MDD	MS A	CDD Val	Dev RFP Rel	MS B ⁴	MS C	FRP/FD Dec	OTHER	SOURCE	APPROVAL AUTHORITY
	NOTES													
	•	•	•	•		•		~	✓	✓			Sec. 2 of Enc. 3 of this instruction	DASD(SE) or Component Head (or as delegated)
Systems Engineering Flan (SEF)	Regulatory. A draft ⁵ update is due for the Development RFP Release Decision Point; approved at Milestone B. Use the SEP outline (https://dap.dau.mil/policy/Lists/Policy%20Documents/Attachments/3283/PDUSD-Approved.SEP%20Outline.docx) on the Defense Acquisition Guidebook (Reference (I)) site. <u>DBS programs may include systems engineering planning in applicable sections of the Business Case and Program Charter. The DASD(SE) is the approval authority for MDAPs and MAIS programs; the Component Head or as delegated will approve the SEP for all other programs.</u>													



New Content in SE Enclosure (1 of 4)



3. Development Planning (DTM 10-017)

- Conduct early SE analyses and assessments to support decisions to enter acquisition, to mature technology, and to begin system design
- In preparation for Materiel Development Decision (MDD) and to inform AoA
- To support selection of preferred materiel solution and development of the draft Capability Development Document (CDD) or equivalent document during MSA Phase
- In preparation for Milestone A to provide technical basis for executing TMRR Phase (documented in the SEP)

4. Systems Engineering Trade-Off Analyses (Better Buying Power Memo 2.0)

- Conduct during acquisition life cycle to assess system affordability and technical feasibility
- Depict relationships between system life-cycle cost and system's performance requirements, design parameters, and delivery schedules
- Support validation of the CDD (or equivalent document)
- Identify major affordability drivers and show how program meets affordability constraints

5. Technical Risk and Opportunity Management (Systemic Root Cause Analysis)

- Quantify and reflect implications in IMS and IMP; program risk, and opportunities as applicable, will be assessed at technical reviews and will include specific cost and schedule implications
- Address risk identification, analysis, mitigation planning, mitigation implementation, and tracking
- Work with science and technology and acquisition leadership to influence technology investment planning in support of performance objectives and thresholds

6. Technical Performance Measures and Metrics (DoDI 5134.16)

- Assess program progress against established plans and risk
- Include specific cost and schedule implications



New Content in SE Enclosure (2 of 4)



9. Modeling and Simulation (moved from 2008 version, Enclosure 6 Integrated T&E)

- Integrate into program planning and engineering efforts to support consistent analyses and decisions throughout program's life cycle
- Integrate, manage, and control models, data, and artifacts to ensure consistency with system and external program dependencies, provide comprehensive view of program, and increase efficiency and confidence throughout program's life cycle

10. Manufacturing and Producibility (PL 111-383 section 812)

- Identify and manage manufacturing and producibility risks across program's life cycle
- Assess manufacturing readiness (i.e. maturity of critical manufacturing processes) beginning in the MSA phase

11. Software (PL 112-239 section 933; PL 111-383 section 932)

- Document software unique risks, metrics, resources and related activities in the SEP
- Capture software assurance vulnerabilities and risk based remediation strategies in the PPP

12. Reliability and Maintainability (DTM 11-003)

- Formulate a comprehensive R&M program using an appropriate strategy to ensure R&M requirements are achieved
- Will consist of engineering activities including, for example: R&M allocations, block diagrams and predictions; failure definitions and scoring criteria; failure mode, effects and criticality analysis; maintainability and built-in test demonstrations; reliability testing at the system and subsystem level; and a failure reporting, analysis, and corrective action system maintained through design, development, production and sustainment
- Prepare a preliminary Reliability, Availability, Maintainability, and Cost Rational (RAM-C) Report attached to the SEP in support of Milestone A and updated for subsequent decision points
- Reliability growth curves
 - o Reflect the reliability growth strategy and be employed to plan, illustrate and report reliability growth
 - o Include in the SEP beginning at Milestone A, and update in the TEMP beginning at Milestone B
 - o State in a series of intermediate goals and track through fully integrated, system-level test and evaluation events
 - Assess reliability growth required for system to achieve its reliability threshold during test and report results up to the MDA
 - o Monitor and report throughout the acquisition process (as part of technical reviews and at DAES reviews)



New Content in SE Enclosure (3 of 4)



- **13. Program Protection** (10 USC 2358; PDUSD(AT&L) Memorandum "Document Streamlining Program Protection Plan", July 18, 2011)
 - Employ system security engineering practices and prepare a Program Protection Plan (PPP) to guide efforts and actions of other to manage risks to critical program information and missioncritical functions and components
 - o Program's Critical Program Information and mission-critical functions and components
 - Threats to and vulnerabilities of these items
 - Plan to apply countermeasures to mitigate associated risks
 - o Planning for exportability and potential foreign involvement
 - Program's Component CIO-approved Cybersecurity Strategy
 - Submit the PPP for MDA approval at each Milestone review, beginning with Milestone A
 - For programs with DAE as MDA, the PPP will be submitted to DASD(SE) not later than 45 calendar days prior to the relevant review
 - For Milestone B, the draft PPP will be provided to the DASD(SE) 45 days prior to the Development RFP Release Decision Point
 - Incorporate automated software vulnerability analysis tools throughout the life cycle and ensure remediation of software vulnerabilities is addressed in PPPs, test plans, and contract requirements

14. Open Systems Architectures (Better Buying Power 2.0)

- Use open systems architecture design principles, where feasible and cost-effective, to support an open business model (see paragraph 7.d in Enclosure 2)
- To the maximum extent practicable, leverage the guidance and procedures in the "DoD Open Systems Architecture Contract Guidebook for Program Managers"

17. Insensitive Munitions (10 USC 2389; DoDD 5000.01)

For all systems containing energetics, comply with Insensitive Munitions requirements



New Content in SE Enclosure (4 of 4)



- **20. Design Reviews** (moved from 2008 version, Enclosure 2 Procedures, and revised)
 - Preliminary Design Review (PDR)
 - Assess maturity of preliminary design and establish allocated baseline
 - Confirm system is ready to proceed into detailed design with acceptable risk
 - PDR assessment provided to MDA for MDAPs and MAIS programs
 - Assess technical risks and program's readiness to proceed into detailed design
 - Conducted by DASD(SE) for ACAT ID and IAM; by CAE for ACAT IC and IAC
 - DASD(SE) participates in program's PDR [removed PDR Report requirement]
 - Critical Design Review (CDR)
 - Assess design maturity, design built-to/code-to documentation, and risks, and establish initial product baseline
 - Decision point that system design is ready to begin developmental prototype hardware fabrication and/or software coding with acceptable risk
 - <u>CDR assessment</u> provided to MDA for MDAPs and MAIS programs
 - Assess conduct of review and technical risk
 - Conducted by DASD(SE) for ACAT ID and IAM; by CAE for ACAT IC and IAC
 - Removed CDR report; DASD(SE) participates in CDR

21. Program Support Assessments (DoDI 5134.16)

- Support milestones and decision reviews, or conducted in response to technical issues on ACAT ID and IAM programs
- Assist Program Managers shape technical planning and improve execution by providing actionable recommendations
- DASD(SE) conducts independent, cross-functional assessments of program technical management and SE progress and plans, with support from other DoD organizations
- DoD Components provide access to all program records and data (10 USC 139b)



Other Changes in the SE Enclosure



7. Technical Reviews

- Conduct technical reviews (PDR and CDR for example) of program progress for systems in development as basis for transitioning between phases within development plan of work
- Be event-driven and based on the review entrance criteria as documented in the SEP

8. Configuration Management

 At completion of the system-level CDR, the Program Manager will assume control of the initial product baseline, to the extent that the competitive environment permits

Paragraphs removed from 2008 version of SE Enclosure

- Systems Engineering Across the Acquisition Life Cycle: Replaced with new Purpose paragraph
- Systems Engineering Leadership: Will be addressed in a separate personnel policy document
- Data Management and Technical Data Rights: Data Management Strategy was renamed Intellectual Property Strategy and moved to Program Management (Enclosure 2)
- Modular Open Systems Approach: Replaced with new Open Systems Architecture paragraph



Agenda

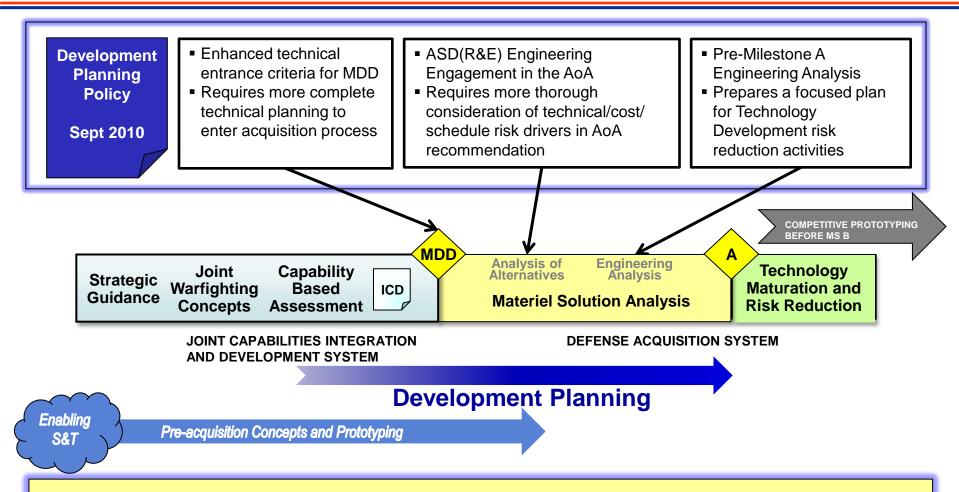


- ✓ Interim DoDI 5000.02 and changes to Systems Engineering policy
- Development Planning progress and plans
- DoD Standards efforts



Development Planning





Development Planning is the upfront technical preparation to ensure successful selection and development of a materiel solution



OSD Development Planning Working Group (DPWG)



DPWG Establishment

- Initiated March 2011; triggered by Development Planning Policy (DTM 10-017) issuance
- Established to share/coordinate on Development Planning implementation efforts among the Services/OSD and develop a community of practice
- Monthly meetings with special working sessions as needed
- Yearly objectives established
 - Focused on developing understanding of and guidance on key Development
 Planning activities to support MDD and Milestone A decisions
 - Results codified in DAG Chapter 4 on Systems Engineering

Representation from across DoD:

- All DoD Components (Army, Navy, Air Force)
- OSD Organizations (CAPE, DTRA, S&TS, SE)
- Requirements community (Joint Staff (J8))



DPWG FY11 Objectives and Accomplishments



- 1) Improve Development Planning awareness and advocacy in order to obtain and sustain adequate Development Planning resources.
 - ✓ Developed Development Planning Advocacy Support package to help gain or advance advocacy/awareness within Services
- 2) Clear guidance on the adequacy of engineering/technical analysis and planning that the MDA expects for the Materiel Development Decision and Milestone A.
 - ✓ Provided input and concurrence on DAG updates to include a development planning definition and DTM 10-017 policy guidance
- 3) Identify and address interdependencies between current Development Planning policy and other acquisition and requirements policy/guidance.
 - ✓ Assessed 102 policy/guidance documents and determined 5 potentially affecting Development Planning implementation



DPWG FY12 Objectives and Accomplishments



- 1) Update guidance (including MDD templates) to incorporate pertinent examples of adequate engineering/technical analysis at MDD **
 - ✓ Developed set of MDD Development Planning templates which provide programs an example of how to present evidence of adequate engineering and technical planning/analysis to the MDA
- 2) Develop a clear understanding of the engineering/technical analysis needed to support Milestone A
 - ✓ Developed a nominal process model that defines specific technical, engineering, and programmatic activities that should be completed during the MSA phase to satisfy Milestone A entry criteria and prepare for the TD phase
- 3) Develop recommended changes to acquisition guidance to more fully address Development Planning **
 - ✓ Findings from Objective 2 incorporated into update of Defense Acquisition Guidebook (DAG) Chapter 4, Systems Engineering
- 4) Continue to facilitate, and serve as a forum for, the sharing of Development Planning information

^{**} Ongoing from DPWG FY11 Objectives



DPWG FY13 Objectives and Accomplishments



- 1. Continue to develop recommended changes to acquisition guidance to more fully address Development Planning**
 - ✓ Updates to DAG Chapter 4 Pre-Materiel Development Decision, Materiel Solution Analysis (MSA) Phase, Alternative Systems Review, SE Trade-off analyses
 - ✓ Ensured alignment of DPWG MSA model with NDIA DPWG pre-MSA model
- 2. Continue to facilitate, and serve as a forum for, the sharing of Development Planning information**
- 3. Determine SE activities required to support affordability, feasibility, and trades
 - ✓ Brief on Acquisition Program Affordability by OUSD(AT&L)/PARCA
 - ✓ Map MSA Model to Draft CDD content
- 4. Better facilitate the interaction between Development Planning (DP) and Science and Technology (S&T)
 - ✓ Brief on Defense Innovation Marketplace by OASD(R&E)
 - ✓ Interactions between the Warfighter, S&T, and Acquisition diagram

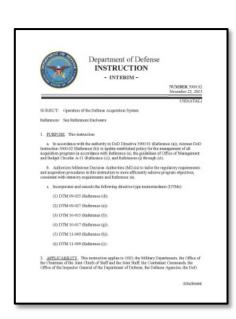
** Ongoing from DPWG FY11 Objectives



Development Planning Instantiated in Policy



Interim DoDI 5000.02, Enclosure 3, states:



- **3.** <u>DEVELOPMENT PLANNING</u>. The decisions to enter into the acquisition process, to mature technologies, and to begin system design must be based on early systems engineering analysis and assessments and a strong technical foundation.
- a. In preparation for the Materiel Development Decision, and to inform an Analysis of Alternatives (AoA), the Components will conduct early systems engineering analyses and conduct an assessment of how the proposed candidate materiel solution approaches are technically feasible and have the potential to effectively address capability gaps, desired operational attributes, and associated external dependencies.
- b. During the Materiel Solution Analysis Phase, the Components will conduct early systems engineering analyses, informed by and in support of the AoA, to support selection of a preferred materiel solution and development of the draft Capability Development Document (or equivalent requirements document).
- c. In preparation for Milestone A, and to provide the technical basis for executing the Technology Maturation and Risk Reduction Phase, the Program Manager will conduct an early systems engineering assessment of technical risks and develop the technical approach for acquiring the product. This technical assessment will include software, integration, manufacturing, and reliability risks. The results will be incorporated in the SEP for Milestone A.



Related Policy Changes in Interim DoDI 5000.02



During the Materiel Solution Analysis Phase CAE will

- Select a <u>Program Manager</u> and
- Establish a <u>Program Office</u> to complete the necessary actions associated with planning the acquisition program with emphasis on the next phase

At the Milestone A Review

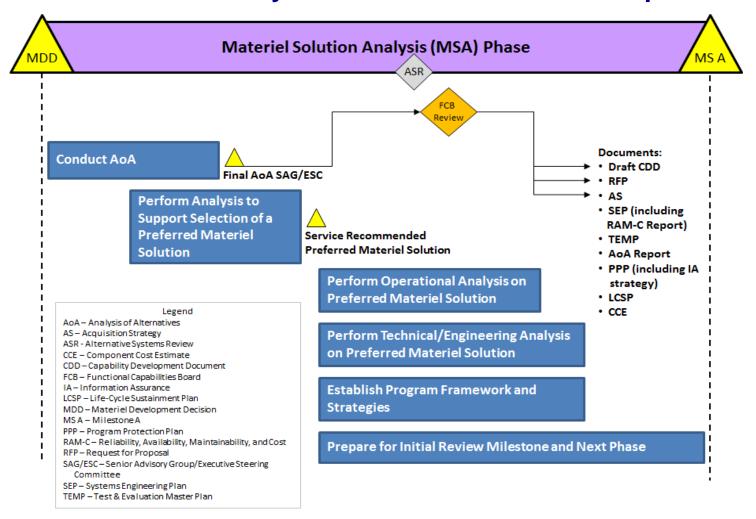
- Program Manager will present the approach for acquiring the preferred materiel solution including:
 - the Acquisition Strategy,
 - o the business approach,
 - an assessment of program risk and how specific technology development and other risk mitigation activities will reduce the risk to acceptable levels, and
 - o appropriate "should cost management" targets
- DoD Component will present
 - Affordability analysis and
 - Proposed affordability goals based on the resources that are projected to be available to the DoD Component in the portfolio(s) or mission area(s) associated with the program under consideration



Development Planning Incorporated into Guidance



MSA Phase activity model included in DAG Chapter 4





DASD(SE) FY13 Development Planning EngagementS



Preparing for MDD

- Reviewed draft ICDs to assess whether Sponsors have clearly defined the capability gaps
- Reviewed AoA study guidance and plans to ensure SE interests are addressed (i.e. risk, R&M, system integration, etc.)
- Provided guidance where to enter acquisition process based on technical maturity

Materiel Solution Analysis Phase and Preparing for Milestone A

- Participated in AoA Senior Advisory Groups to ensure SE equities are addressed
- Reviewed draft CDDs to assess whether the requirements were stable,
 measureable, and technically achievable within established schedule and budget
- Reviewed technical planning and management approach in pre-Milestone A SEP

ICDs	AoA	MDDs	Draft CDDs
Reviewed	Engagement		Reviewed
13	10	6	18



DP Summary and Path Forward



- OSD DPWG will continue working with Military
 Departments and NDIA to strengthen development
 planning and early systems engineering processes
 and implementation activities in support of
 acquisition programs.
- ODASD(SE) will continue to engage with programs, monitor effectiveness of Development Planning implementation, and update policy and guidance as needed.



Agenda



- ✓ Interim DoDI 5000.02 and changes to Systems Engineering policy
- ✓ Development Planning progress and plans
- DoD Standards efforts



Reinvigorating Defense Standardization



- Acquisition Reform efforts cancelled tens of thousands of MilSpecs & MilStds
- MilSpecs & MilStds partially replaced with Non-Government Standards (NGS)
- DoD continues strong support of NGS, however
 - DoD requires NGS that are contractually enforceable
 - NGS may not capture DoD requirements

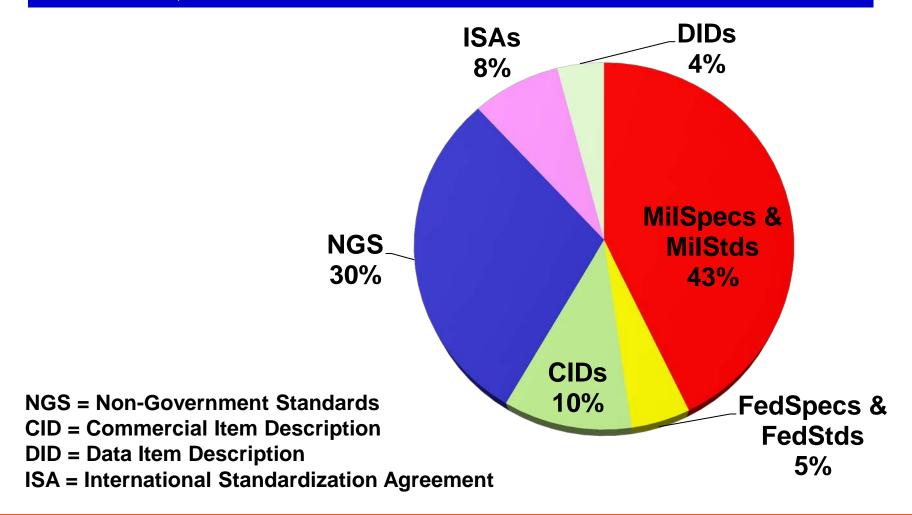
Standards provide our Corporate Technical Process Memory and Enable Communication Between and Across the Department, Industry, and our Allies



Types of Standardization Documents Used by the DoD



28,000+ Active Documents as of March 2014





DoD Standardization Authority



- Public Law 104-113, "National Technology Transfer and Advancement Act"
 - Unless inconsistent with law or impractical, Federal Agencies should <u>use</u> voluntary consensus standards
 - Federal Agencies should <u>participate in development of voluntary</u> <u>consensus standards</u>, if compatible with Agency mission, priorities, and resources
- USD(AT&L) appointed the Deputy Assistant Secretary of Defense, Systems Engineering (DASD(SE)) as the Defense Standardization Executive (DSE)
 - Need to make standardization a more effective engineering tool to restore discipline and consistency in executing engineering processes in acquisition and logistics

Opportunity to leverage our standardization processes and products as a key engineering tool in promoting acquisition excellence



Standards Focus Areas



- Defense Standardization Council identified key initial areas where standards are needed to restore discipline and consistency (authorized initiation of WGs on May 6, 2011)
 - Systems engineering
 - Technical reviews and audits
 - Configuration management
 - Manufacturing management
 - Logistics support analysis
- Focus is on supporting Department needs by leveraging voluntary consensus standards
- Future focus: Identifying key areas where additional standards can drive acquisition effectiveness and efficiency
 - Human systems integration
 - Corrosion control and prevention



Status of Standards Efforts



Systems Engineering Standard

 Working with IEEE to update IEEE 15288 and develop DoD addendum IEEE 15288.1

Technical Reviews & Audits Standard

Working with IEEE to develop DoD addendum IEEE 15288.2

Configuration Management Standard

Working with SAE to develop DoD addendum EIA 649-1

Manufacturing Management Standard

Working with SAE to develop new standard AS6500

Logistics Support Analysis

- Adopted GEIA-STD-0007, Logistics Product Data
- TA-STD-0017, Product Support Analysis
- Issued MIL-HDBK-502A to provide DoD implementation guidance for TA-STD-0017



Systems Engineering (SE) and Technical Reviews & Audits (TR&A) Standards



- Air Force leading DoD SE and TR&A standards teams
- Institute of Electrical and Electronics Engineers (IEEE) selected as Standards Developing Organization (SDO)
- IEEE 15288, Systems & Software Engineering System Life Cycle Processes, is basis for DoD addenda
 - IEEE 15288.1, addendum with DoD "delta" changes
 - IEEE 15288.2, mostly "stand-alone" with ties to 15288

Schedule

- Drafts under development
- Committee coordination begins: June 2014
- Final approval & publication: December 2014



Configuration Management Standard



- Navy leading the DoD working group
- Working with SAE G-33 Committee on Data and Configuration Management to develop DoD addendum to ANSI/EIA 649B standard, EIA-649-1
- Schedule
 - Committee coordination begins: June 2014
 - Final approval & publication: December 2014



Manufacturing Management Standard



- Air Force leading DoD working group
- Working with SAE to develop new standard (SAE AS6500)
- Schedule
 - Draft under development
 - Committee coordination begins: June 2014
 - Final approval & publication: October 2014



Logistics Support Analysis Standards



DoD Logistics Support Analysis team determined

- TechAmerica standard (now SAE) GEIA-STD-0007, "Logistics Product Data," adequate to procure required supportability analysis data
- TechAmerica standard (now SAE) TA-STD-0017, "Product Support Analysis (PSA)," addressed some, but not all necessary logistics support analysis tasks across the system life cycle
- MIL-HDBK-502 revision needed to
 - Provide DoD guidance on applying TA-STD-0017
 - Address overall PSA process and its associated activities, the selection and tailoring of those activities to meet DoD program supportability objectives, and sample contract language for acquiring PSA deliverables

MIL-HDBK-502A approved March 8, 2013

Available at http://quicksearch.dla.mil/



Agenda



- ✓ Interim DoDI 5000.02 and changes to Systems Engineering policy
- ✓ Development Planning progress and plans
- ✓ DoD Standards efforts

Questions?



Systems Engineering: Critical to Defense Acquisition























Innovation, Speed, Agility

http://www.acq.osd.mil/se



For Additional Information





Statute & Policy Driving the Update



POLICY

USD(AT&L) Memos

- Better Buying Power 1 & 2
- Designation of Subprograms for MDAPs
- EVM Systems Performance, Oversight, and Governance
- Government Performance of Critical Acquisition Functions
- Preservation and Storage of Tooling for MDAPs
- Reporting Requirements for Programs Qualifying as Both MAIS & MDAP
- Should-cost Memos
- · Strengthened Sustainment Governance
- Improving Technology Readiness Assessment Effectiveness

PDUSD(AT&L) Memos

- Improving Milestone Process Effectiveness
- Post-CDR Reports and Assessments
- Milestone Decision Documentation Outlines

Other Memos

- Guidelines for Operational Test and Evaluation of Information and Business Systems
- DoD CIO Policy for CCA Confirmations

DIRECTIVE TYPE MEMOS

DTM 09-027: Implementation of WSARA 2009

DTM 09-025: Space Systems Acquisition Policy

DTM 09-016: Supply Chain Risk Management (SCRM) to Improve the Integrity of Components Used in DoD Systems

DTM 10-015: Requirements for Life Cycle Management and Product

Support

DTM 10-017: Development Planning

DTM 11-003: Reliability Analysis, Planning, Tracking, and Reporting

DTM 11-009: Acquisition Policy for Defense Business Systems



DoDI 5000.02

STATUTE

Title 10

§2334: Independent cost estimation and analysis

§2366: Major systems and munitions programs: survivability and lethality

testing required before full scale production

§2445c: MAIS Programs

NDAA

§332 of FY09: Fuel Logistics Requirements

§805 of FY10: Life-Cycle Management and Product Support

§803 of FY11: Enhancing ... Rapid Acquisition

\$804 of FY11: ... Acquisition Process for Rapid Fielding of Capabilities in

Response to Urgent Operation Needs

§811 of FY11: Cost Estimates for MDAP and MAIS §812 of FY11: Management of Manufacturing Risk

§932 of FY11: Computer Software Assurance

§831 of FY11: [Waiver of Nunn-McCurdy for a Change in Quantity]

\$811 of FY12: Calculation Of Time Period [for MAIS] Critical Changes...

§801 of FY12: Core Depot-level Maintenance and Repair Capabilities

§832 of FY12: Assessment, Management, and Control of Operating and Support Costs for Major Weapon Systems

§834 of FY12: Management of Manufacturing Risk in MDAPs

§901 of FY12: Revision of DBS Requirements

§811 of FY13: Limitation on use of cost-type contracts

\$812 of FY13: Estimates of Potential Termination Liability \dots

 $\S 904$ of FY13: Additional Responsibilities (T&E)

ADDITIONAL CONSIDERATIONS

- JCIDS Reissuance
- New Emphasis on Cybersecurity
- New Emphasis on Intellectual Property (IP) Strategy
- FY10 NDAA, Sec. 804: Agile IT Development



Better Buying Power 2.0 Initiatives Institutionalized in Interim DoDI 5000.02



Achieve Affordable Programs

- √ Mandate affordability as a requirement
- √ Institute a system of investment planning to derive affordability caps
- √ Enforce affordability caps

Control Costs Throughout the Product Lifecycle

- ✓ Implement "should cost" based management
- ✓ Eliminate redundancy within Warfighter portfolios
- Institute a system to measure the cost performance of programs and institutions and to assess the effectiveness of acquisition policies
- √ Build stronger partnerships with the requirements community to control costs
- ✓ Increase the incorporation of defense exportability features in initial designs

Incentivize Productivity and Innovation in Industry and Government

- Align profitability more tightly with Department goals
- √ Employ appropriate contract types
- Increase use of Fixed Price Incentive contracts in Low Rate Initial Production
- Better define value in "best value" competitions
- When LPTA is used, define Technically Acceptable to ensure needed quality
- Institute a superior supplier incentive program
- ✓ Increase use of Performance-based Logistics
- Reduce backlog of DCAA Audits without compromising effectiveness
- Expand programs to leverage industry's IR&D

Reduce Unproductive Processes and Bureaucracy

- Reduce frequency of higher headquarters level reviews
- ✓ Re-emphasize AE, PEO and PM responsibility, authority, and accountability
- Eliminate requirements imposed on industry where cost outweigh benefits
- √ Reduce cycle times while ensuring sound investment decisions

Promote Effective Competition

- ✓ Emphasize competition strategies and creating and maintaining competitive environments
- ✓ Enforce open system architectures and effectively manage technical data rights
- Increase small business roles and opportunities
- ✓ Use the Technology Development phase for true risk reduction

Improve Tradecraft in Acquisition of Services

- Assign senior managers for acquisition of services
- Adopt uniform services market segmentation
- Improve requirements definition/prevent requirements creep
- Increase use of market research
- Increase small business participation
- Strengthen contract management outside the normal acquisition chain installations, etc.
- Expand use of requirements review boards and tripwires

Improve the Professionalism of the Total Acquisition Workforce

- ✓ Establish higher standards for key leadership positions
- Establish stronger professional qualification requirements for all acquisition specialties
- Increase the recognition of excellence in acquisition management
- Continue to increase the cost consciousness of the acquisition workforce change the culture

For additional information on Better Buying Power 2.0: http://bbp.dau.mil/



USD(AT&L) Memorandum, "The New Department of Defense Instruction 5000.02"



- One purpose of this new version is to implement a number of statutes and regulations that have come into existence since the last version was published in 2008...
- I have tried to make the document more readable and helpful to acquisition professionals, both those new to the world of defense acquisition and those more experienced professionals...
- The basic structure of the "acquisition system" is unchanged with minor exceptions... a "Requirements Decision Point" and a "Development RFP Release Decision Point"
- Updating 5000.02 provided an opportunity to integrate several of the Better Buying Power initiatives...
- Finally, I have also tried to reinforce the importance and primacy of the acquisition chain of command particularly the Program Executive Officers (PEOs) and PMs...



THE UNDER SECRETARY OF DEFENSE 3010 DEFENSE PENTAGON

3010 DEFENSE PENTAGON WASHINGTON, DC 20301-3010

DEC 0 2 2013

MEMORANDUM FOR THE ACQUISITION WORKFORCE

SUBJECT: The New Department of Defense Instruction 5000.02

I am happy to relate that we have finally distributed the new Department of Defense Instruction (DoDI) 5000.02 for implementation as an interim document while the formal coordination of the final product takes place. There are a few points about the new document that I would like to highlight for you.

One purpose of this new version is to implement a number of statutes and regulations that have come into existence since the last version was published in 2008. As we developed the document, I concluded that the body of law that has developed over the decades since Goldwater Nichols in the mid-80s places an extraordinary and unnecessarily complex burden on our Program Managers (PMs) and their staffs. Enclosure I of the new 5000.02 includes lengthy tables that reflect these statutory and regulatory requirements. I have asked Andrew Hunter, Director of the Joint Rapid Acquisition Office in AT&L, to lead a team with the purpose of developing a legislative proposal that would simplify the existing body of law and replace it with a more coherent and "user friendly" set of requirements, without sacrificing the intention behind existing statutes. We will work closely with the Congress as we develop this proposal over the next few months. I am hopeful that we will be able to update Enclosure I within the next year and replace it with a simplified and less burdensome alternative.

I have tried to make the document more readable and helpful to acquisition professionals, both those new to the world of defense acquisition and those more experienced professionals who need a reference for a specific area of interest. The new 5000.02 is organized with the main body describing the steps and decision points in the acquisition process. Program structures should always be tailored to the product being acquired, and there is a heavy emphasis on tailoring—supported by the inclusion of several example program structure models. The main body of the document is followed by a series of enclosures organized logically, with each one providing more information on policy and procedures for a specific aspect of acquisition or a ssecialized tree of product.

The basic structure of the "acquisition system" is unchanged with minor exceptions. The things that have to be done in defense acquisition never change. They include: identifying a need or desire for a new product, reducing technical risk to an acceptable level, developing and testing the product, and fielding and sustaining it over time. However, some minor adjustments to the most recent 5000.02 were necessary. The new 5000.02 introduces a "Requirements Decision Point" and a "Development RFP Release Decision Point." The new Requirements Decision Point, which occurs during Technology Maturation and Risk Reduction, provides the starting point for the requirements analysis and allocation system engineering process that culminates at the Preliminary Design Review. This decision point is also necessary to inform the

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Frank Kendall

"It is about us all constantly working to make the acquisition system as efficient and effective as we can."



Additional Information



Interim DoD Instruction 5000.02 Operation of the Defense Acquisition System, November 25, 2012

http://www.dtic.mil/whs/directives/corres/pdf/500002_interim.pdf



Systems Engineering Plan (SEP) and Related Documents



Enclosure 1, Table 2. Milestone and Phase Information Requirements

INFORMATION REQUIREMENT	PROGRAM TYPE ¹					L	IFE-CYC	LE EVE	NT ^{1,2}					
	MDAP	MAIS	AC II	AT ≤ III	MDD	MS A	CDD Val	Dev RFP Rel	MS B ⁴	MS C	FRP/FD Dec	OTHER	SOURCE	APPROVAL AUTHORITY
	NOTES													
Corrosion Prevention Control Plan	•	•							•	✓			Sec. 15 of Enc. 3 of this instruction	CAE or as delegated
	Regulatory. Required for ACAT ID and IC programs. Approved by the CAE. Design considerations related to corrosion control are included in the Systems Engineering Plan (SEP). Required for MAIS programs if the system includes mission critical hardware that will be operated in a corrosive environment.													
Item Unique Identification Implementation Plan	•	•	•	•		•		✓	✓	✓			DoDI 8320.04 (Ref. (am))	CAE or as delegated
	Regulatory. Design considerations related to unique identification are included in the SEP.													
PESHE AND NEPA/E.O. 12114 COMPLIANCE SCHEDULE	•	•	•	•					•	✓	✓		42 U.S.C. 4321-4347 (Ref. (ao)) E.O. 12114 (Ref. (ap))	CAE or as delegated
	STATUTORY. The Programmatic Environment, Safety, and Occupational Health Evaluation (PESHE) and National Environmental Policy Act (NEPA) / Executive Order (E.O.) 12114 Compliance Schedule is approved by the CAE. Related design considerations must be included in the SEP; related operations or sustainment considerations after Milestone C will be included in the LCSP. For programs responding to urgent needs, only due at the Production Milestone; DoD Components will develop expedited baseline processes for these programs. Not required for software programs with no hardware component.													
Systems Engineering Plan (SEP)	•	•	•	•		•		✓	✓	✓			Sec. 2 of Enc. 3 of this instruction	DASD(SE) or Component Head (or as delegated)
	Regulatory. A draft ⁵ update is due for the Development RFP Release Decision Point; approved at Milestone B. Use the SEP outline (https://dap.dau.mil/policy/Lists/Policy%20Documents/Attachments/3283/PDUSD-Approved.SEP%20Outline.docx) on the Defense Acquisition Guidebook (Reference (I)) site. <u>DBS programs may include systems engineering planning in applicable sections of the Business Case and Program Charter. The DASD(SE) is the approval authority for MDAPs and MAIS programs; the Component Head or as delegated will approve the SEP for all other programs.</u>													



Program Protection Plan (PPP) and Related Documents



Enclosure 1, Table 2. Milestone and Phase Information Requirements

INFORMATION REQUIREMENT	PROGRAM TYPE ¹						L	IFE-CYCI	LE EVI	NT ^{1,2}				
	MDAP	MAIS	AC II	AT ≤ III	MDD	MS A	CDD Val	Dev RFP Rel	MS B ⁴	MS C	FRP/FD Dec	OTHER	SOURCE	APPROVAL AUTHORITY
	NOTES													
CYBERSECURITY STRATEGY	•	•	•	•		•		1	1	√	✓		SEC. 811, P.L. 106-398 (Ref. (r)) 40 U.S.C. 11312 (Ref. (q)) DoDD 8500.01E (Ref. (ac))	For ACAT ID and all IA, DoD CIO Review; for all other IT and NSS programs, DoD Component approval
	STATUTORY for all programs containing IT, including NSS. See section 6 of Enclosure 11. Is an appendix to the Program Protection Plan (PPP). Use the PPP outline (https://dap.dau.mil/policy/Lists/Policy%20Documents/Attachments/3298/PPP_Outline_and_Guidance_FINAL.DOCX) on the Defense Acquisition Guidebook (Reference (I)) site. A draft ⁵ update is due for the Development RFP Release and is approved at Milestone B. For a DBS, includes a summary of the approved cybersecurity strategy in the Business Case. May include the approved DoD Risk Management Framework Security Plan for urgent needs.													
Program Protection Plan (PPP)	•	•	•	•		•		✓	√	√	✓		DoDI 5200.39 (Ref. (aq)) DoDI 5200.44 (Ref. (ar) Para. 13.a in Enc. 3 of this instruction	MDA
	Includes STATUTORY and Regulatory information. A draft ⁵ update is due for the Development RFP Release decision and is approved at Milestone B. Use the PPP outline (https://dap.dau.mil/policy/Lists/Policy%20Documents/Attachments/3298/PPP_Outline_and_Guidance_FINAL.DOCX) on the Defense Acquisition Guidebook (Reference (I)) site. The plan includes appropriate appendixes or links to required information. See section 13 in Enclosure 3 of this instruction. For DBS programs, a summary of the PPP will be included in the Business Case.													
Technology Targeting Risk Assessment	•	•	•	•		•							This instruction DIA Directive 5000.200 (Ref. (v)) DIA Instruction 5000.002 (Ref. (w))	Validation by DIA or DoD Component
	Regulatory. Prepared by the DoD Component Intelligence analytical centers per DoDI O-5240.24 (Reference (aw)) and DoDI 5200.39 (Reference (aq)). Forms the analytic foundation for Counterintelligence assessments in the associated PPP. DIA will validate the report for ACAT ID and IAM; for ACAT IC, IAC, and below, the DoD Component will be the validation authority.													



Other SE Enclosure Paragraphs



- 15. Corrosion Prevention and Control
- 16. Environment, Safety, and Occupational Health
- 18. Item Unique Identification
- 19. Spectrum Supportability

Note: See Interim DoDI 5000.02 for full text



Pre-Acquisition Technology Development / Early System Engineering





DoD 5000.02 December 2008



GAO Report September 2009



National Research Council

"Pre-Milestone A and Early-Phase Systems Engineering" Jan 2008

CJCSI 3170 March 2009



WSARA May 2009



National Academies of Sciences Study (Air Force Studies Board)

- All programs destined to fail without early [pre-MS A] systems engineering
- Development planning can implement pre-MS A early systems engineering

DoD Acquisition Regulations [DoDI 5000.02] 2008 Update

- Increased focus on early pre-acquisition phases
- Implication for added early systems engineering

Joint Capabilities Integration and Development System (JCIDS) [CJCSI 3170] 2009 Update

Focused on rapidly validating capability gaps

GAO Report on AoA Process (GAO-09-665)

- Robust AoA can be a key element for a sound, executable program
- AoAs have narrow scope and limited risk analysis due to:
 - Program sponsor choosing solution too early in process
 - AoA conducted under compressed timeframe

Weapon Systems Acquisition Reform Act of 2009 (WSARA)

- Directs SE responsibilities to reinvigorate Development Planning
- OSD oversight of Development planning as a new requirement



Development Planning Policy Memo (DTM 10-017)





The DoD Components shall provide evidence at the MDD Review that will facilitate the MDA's determination that:

- 1. The candidate materiel solution approaches have the potential to effectively address the capability gap(s), operational attributes and associated dependencies.
- 2. There exists a range of technically feasible solutions generated from across the entire solution space, as demonstrated through early prototypes, models, or data.
- 3. Consideration has been given to near term opportunities to provide a more rapid interim response to the capability need.
- 4. The plan to staff and fund analytic, engineering, and programmatic activities supports the proposed milestone entry requirements.

Post-MDD ASD(R&E) [formerly DDR&E] Engagement

- Cooperate with the Director, Cost Assessment and Program Evaluation, and, as agreed upon with that organization, serve as a standing participant and technical advisor in the development of AoA Study Guidance and on the AoA Study Advisory Group for potential programs under USD(AT&L) oversight to facilitate the consideration of technology and engineering risks for the alternatives under consideration.
- Monitor and review the effectiveness of the policy in this DTM and develop additional development planning guidance as needed for incorporation into acquisition policy and the Defense Acquisition Guidebook
- Policy (formerly DTM 10-017) incorporated into Interim DoDI 5000.02
- Guidance provided in Defense Acquisition Guidebook Chapter 4



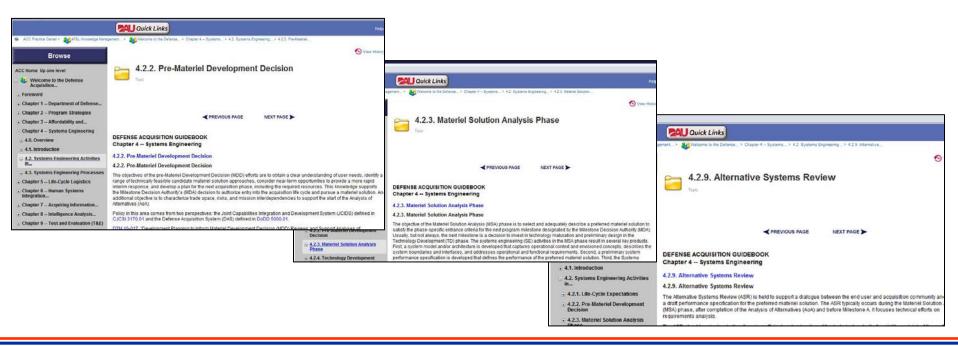


DPWG FY13 Objectives and Accomplishments



1. Continue to develop recommended changes to acquisition guidance to more fully address Development Planning

- ✓ DAG Chapter 4 Pre-Materiel Development Decision, Materiel Solution Analysis (MSA) Phase, Alternative Systems Review
- ✓ Technical Activities in the Materiel Solution Analysis Phase White Paper to adequately plan for TD phase activities
- ✓ Comparison of the NDIA DPWG pre-MS A model with the DPWG MSA model



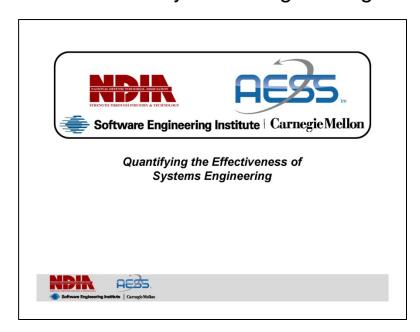


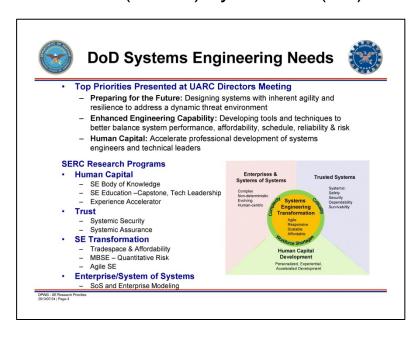
2013 Objectives



2. Continue to facilitate, and serve as a forum for, the sharing of Development Planning information

- ✓ Facilitate WSARA Report to Congress input and expectations
- ✓ Brief on Quantifying the Effectiveness of Systems Engineering by NDIA SE Division
- ✓ Brief on Air Force Development Planning by SAF/AQRT
- ✓ Brief on Systems Engineering Research Center (SERC) by ODASD(SE)





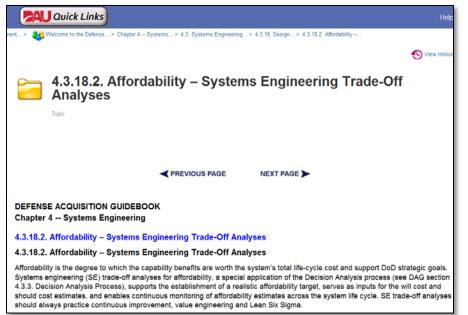


2013 Objectives



3. Determine SE activities required to support affordability, feasibility, and trades

- ✓ Trades inserted into DAG Chapter 4
- ✓ Brief on Acquisition Program Affordability by OUSD(AT&L)/PARCA
- ✓ Map MSA Model to Draft CDD content
- ☐ Generate DAG Chapter 4 updates to clarify guidance in this area







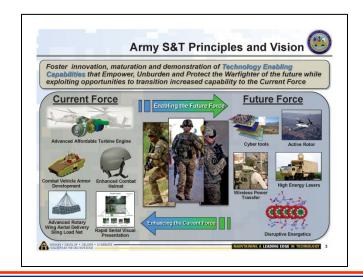
2013 Objectives



4. Better facilitate the interaction between Development Planning (DP) and Science and Technology (S&T)

- ✓ Brief on Defense Innovation Marketplace by OASD(R&E)
- ✓ Brief on Army S&T 101 by HQDA ASA ALT
- ✓ Interactions between the Warfighter, S&T, and Acquisition diagram
- ✓ Identify recommended activities that may improve interactions between Warfighter, S&T and Acquisition
- Work to incorporate Interactions between the Warfighter, S&T, and Acquisition diagram into appropriate DoD guidance

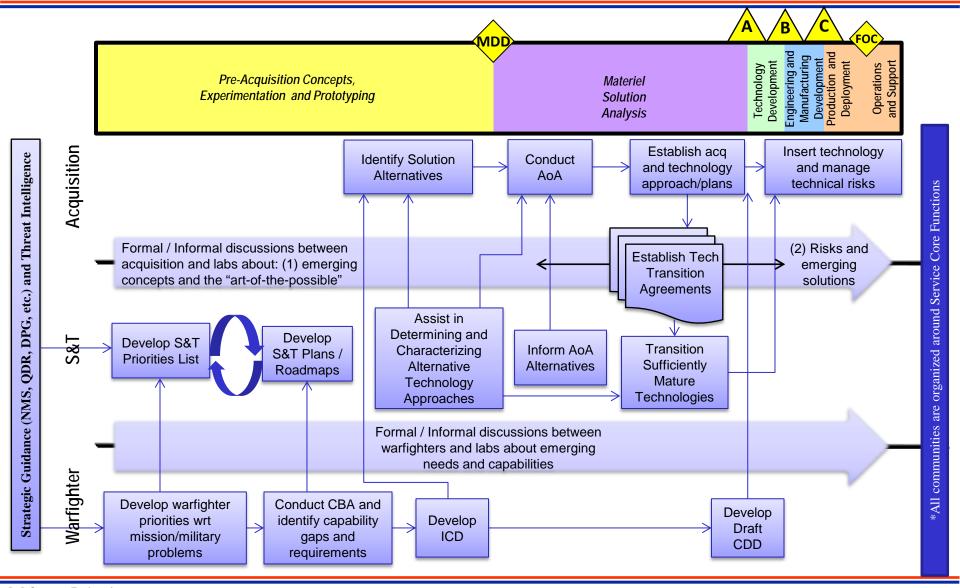






Interactions between the Warfighter, S&T, and Acquisition







DoD Policies on Standardization



- DoD Instruction 4120.24, "Defense Standardization Program"
 - Implements Public Law
 - Assigns Responsibilities for Defense Standardization Program
 - Designates DASD(SE) as the Defense Standardization Executive
- DoD Manual 4120.24-M, "Defense Standardization Program Policies and Procedures"
 - Establishes the Operating Rules for the Defense Standardization Program



Defense Standardization Program Policy Responsibilities



